

COUNTY OF FRESNO
PROBATION DEPARTMENT DESCRIPTION
JUVENILE SERVICES
INTERVIEWS AUGUST 17–18, 2000

Interview Process

On-site interviews with seven stakeholder groups were conducted in Fresno on August 17 and 18, 2000. The groups were divided into juvenile and adult services, except for the chief probation officer and senior staff and the county administrator's office staff, who participated in both juvenile and adult service discussions. The seven stakeholder groups were as follows:

1. Judges and court administrators
2. Chief probation officer and senior staff
3. Line supervisors and probation officers
4. Prosecutors and defense attorneys
5. County administrators
6. Public community agencies
7. Private community agencies

A total of 32 people were interviewed. This number included 3 judges and 2 court administrators, 3 senior probation managers, 9 first-line supervisors and line staff, 8 public and private agency representatives, 4 prosecutors and defense attorneys, and 3 staff members from the county administrator's office. The same questions were addressed by several stakeholder groups. Separate reports addressing juvenile and adult services have been prepared for Fresno County. Although many of the answers in both reports are the same or similar, the questions were addressed separately by both juvenile and adult services stakeholders. In some instances, contradictory responses were given. These areas of contradiction are reported under the questions to which they pertain.

Prior to the on-site interviews, several actions occurred. Eighteen categories related to juvenile and adult services were developed. Each category included several questions specific to that topic. These questions were discussed, modified, and clarified at a meeting with representatives from the six counties selected to be part of this process. To accommodate the time frames of this project, participating counties were asked to address the questions in writing and to provide as much information as possible prior to the actual interviews. *This report combines all responses and does not specifically identify the part of the justice system reporting.* The 18 categories are as follows:

- I. Demographic Information
- II. Organizational Structure
- III. Department Mission and Objectives
- IV. Policies and Procedures
- V. Monitoring and Evaluation Process
- VI. Management Information Systems
- VII. Funding Sources
- VIII. Probation Services
- IX. Specialized Court Services
- X. Probation and Private Service Provider Partnerships
- XI. Staff Development and Training
- XII. Communication Systems
- XIII. Program or Service Gaps
- XIV. Partnership with Judiciary
- XV. Partnership with Prosecutors and Defense Attorneys
- XVI. Partnership with Other Collaborative County Departments
- XVII. Juvenile Probation Partnership with Education System
- XVIII. Strengths of Probation Department

FRESNO COUNTY

JUVENILE SERVICES DESCRIPTION

A total of 19 stakeholders addressed the questions related to juvenile services. The participant breakdown was as follows:

- Two judges and one court administrator
- Three senior managers
- Four supervisors and probation officers
- One private community agency
- Three public community agencies
- Two prosecutors and defense attorneys
- Three representatives of the county supervisors and administrator's office

I. Demographic Information

A. Description of the county

Fresno County covers an area of approximately 6,000 square miles located in the heart of the San Joaquin Valley. The main industry is agriculture. Fresno County produces the largest agricultural crop in the world, grossing \$3 billion annually. The county is diverse and includes urban, suburban, and rural areas. The total population is estimated to be 800,000. Approximately 450,000 live in the Fresno-Cover metropolitan area. About 25 percent of the population live in unincorporated areas.

The median age for Fresno County residents is 30.1 years, compared with 33.1 years for California and 34.8 years for the nation. A large percentage of Fresno County's already young population is under the age of 19. Approximately 30 percent of the population are on some type of public assistance. Per capita income is \$13,564, and 23 percent of all county residents live at or below poverty guidelines.

Fresno County’s residents comprise one of the most diverse populations in California. In fact, Fresno County has the third most ethnically diverse population in the United States. The racial profile includes Caucasians (47.4 percent), Hispanics (36.6 percent), Asian/Pacific Islanders (9.9 percent), African Americans (4.7 percent), American Indians (1.0 percent), and others (0.3 percent). The Fresno Unified School District has 79,000 students speaking 105 different languages. Students report that their native tongue, rather than English, is the primary language used in the home. Twenty-seven percent of the total student body are LEP students.

B. Size of probation department

Fresno County has a total of 610 budgeted positions. Of these positions, 523 are budgeted full-time permanent positions, and 87 are paid with extra help hour funds that have been converted to cover full-time employee positions. The following is a breakdown of the positions in juvenile probation and community partnership programs:

▪ Probation division director	1 position
▪ Probation service managers	7 positions
▪ Deputy probation officers	75 positions
▪ Probation aides	2 positions
▪ Secretary	1 position
▪ Group counselors	12 positions
▪ Student professional aide	0.6 position
Total	98.6 positions

C. Offender population including types of offenses

- No information provided at this point

D. Juvenile hall staffing and population data

The breakdown of staff assigned to juvenile hall follows.

- Probation division director 1

▪ Probation services managers	2
▪ Deputy probation officers	2
▪ Staff analyst	1
▪ Secretary	1
▪ Supervising group counselors	9
▪ Senior group counselors	29
▪ Group counselors	100.5
▪ Custodial care officers	54
▪ Senior custodial care officers	7
▪ Senior cook	1
▪ Baker	1
▪ Cooks	10
▪ Dietary aides	9
▪ Senior janitors and maintenance	4
▪ Supervising stock clerk	1
▪ Stock clerk	1
▪ Washers	2
Total	235.5

Juvenile hall population information follows:

- Juvenile hall has a rated capacity of 265
- Average daily population for FY 2000 was 292
- The average length of stay is 29 days
- Difficult-to-place minors may take 12 or more weeks to be placed

Elkhorn Correctional Facility data:

- Elkhorn Correctional Facility serves male and female juveniles between the ages of 14 and 18
- The rated bed capacity is 150
- The average daily population for FY 2000 was 109

The breakdown of staff assigned to Elkhorn Camp follows:

▪ Probation division director	1
▪ Probation services manager	1
▪ Deputy probation officers	5
▪ Probation aide	1
▪ Secretary	1
▪ Probation office assistants	3
▪ Supervision group counselors	6
▪ Senior group counselors	12
▪ Group counselors	49.5
▪ Stock clerk	1
Total	80.5

II. Organizational Structure

A. History of structure

- Department was a four-division organization, each operating independently
- Changed to become an organization with clear lines of authority that blended all divisions

B. Theory behind organizational structure

- Desire to develop an organization with clear lines of authority
- Current structure calls for two deputy chief probation officers

C. Reporting lines of authority

- Three layers of management on the institution side (one deputy chief position has not been approved)
- Four layers of management for adult and juvenile probation:
 - Chief
 - Deputy chief (not available in juvenile hall and camp structure)
 - Division director

- Manager
- Same consistent line of authority in juvenile and adult divisions

D. Discuss organizational structure strengths

- In July 1999, the department was allocated one of the two deputy chief probation officer positions
- The addition of a second deputy chief probation officer is desirable

E. Suggested organizational changes

- Organizational structure is unbalanced at this point
- Needs to be reviewed if a second deputy chief probation officer is not authorized

III. Department Mission and Objectives

A. Written department mission statement

- There is a department mission statement that was written six to eight months ago

B. Written juvenile services mission statements

- There is no separate juvenile services mission statement
- Organization needs to focus on team building with a single mission

C. Written annual objectives for juvenile services

- Individual division directors have management objectives
- Line probation officers do not have annual objectives

D. Discuss staff involvement in the mission statement process

- Current mission statement was developed through a management team-building exercise
- Line probation officers were not involved in the process

E. Discuss how objectives are implemented within the department

- No annual objectives

IV. Policies and Procedures

A. Does the department have a policies and procedures manual?

How often is it revised?

- There is a department administrative manual
- Each division has a divisional procedures manual
- Juvenile division manual was revised five years ago
- Department administrative manual is currently being revised

B. How are policies and procedures implemented?

- Information is distributed through the chain of command
- Varies among management teams
- Policies are usually implemented as the result of a crisis
- All employees have a manual
- Manuals will soon be on an intranet

C. Describe the process used to prepare policies

- Policies are developed at the request of the chief probation officer
- Executive staff prepares policies
- Usually, policies are developed at the occurrence of a crisis

D. Describe staff input in policy development

- Committees develop new policies
- Probation officers have an opportunity to volunteer to be on committees
- There is line staff input before policies are implemented

E. Describe the process used to monitor policies and procedures

- Monitoring is not being done
- Management checks to see if policies are applicable and updated
- Not everyone has a policies and procedures manual

V. Monitoring and Evaluation Process

A. Describe the evaluation procedures for programs and services

- Grant programs have evaluation components as a part of the award system
- Juvenile division can monitor case management information via its computer system
- Boot camp has an evaluation procedure
- All other programs have no evaluation component

B. Are evaluations designed on performance-based measures?

- No

C. Describe how monitoring and evaluation information is reported to the CPO

- CPO signs all grant-monitoring reports and corrective action plans
- CPO receives monthly caseload statistics

D. Describe how this information is integrated into programs and services

- No information

E. Describe how information from evaluations is integrated into management decisions

- No information

VI. Management Information Systems

A. Describe the current information system

- There is no management information system that encompasses the entire probation department
- A comprehensive Juvenile Automation System (JAS) covers juvenile probation, juvenile hall, and the Elkhorn Correctional Facility

B. Assess the efficiency of the information system

- This system is rated as 95% efficient
- JAS has a single database
- All information is available online
- Many other agencies can access JAS
- This system is described as wonderful and outstanding
- Works great for outreach programs
- Very efficient for court officer units
- No down time

C. Describe how information needs are determined

- A complete needs analysis was done prior to the development of JAS
- All staff members in the juvenile divisions were asked to outline their job responsibilities and needs
- Many staff members were interviewed during the process to develop JAS
- Probation officers relay information needs to their managers
- Staff can go directly to the information technology staff

D. Does a users committee exist and what is the composition?

- A steering committee has been established for the ongoing enhancement and development of JAS
- Committee consists of all key department stakeholders

E. Describe how the MIS interacts with other parts of the system

- Parts of JAS have been made available to the sheriff, other law enforcement agencies, courts, district attorney, public defender, juvenile institution health workers, and revenue reimbursement division of the Auditor-Controller's Office
- There are direct interfaces between JAS and the Fresno United School District
- County provides a central computer service to all its departments

F. Discuss additional information needs

- Need better access to court information

G. What are the computer equipment needs?

- Personal computer for each officer
- Laptops

VII. Funding Sources

A. What is the total budget (juvenile and adult breakdown)?

- The total budget for FY 1999–2000 was \$34,978,725
- The department breakdown of actual expenditures was as follows:

▪ Adult probation	\$5,642,451
▪ Juvenile probation	\$6,387,022
▪ Juvenile institutions	\$14,300,515
▪ Administration	\$7,545, 522
Total	\$33,875,511

B. What are your various funding sources?

- Fees
- Traffic and Courts
- Federal
- State
- Other

C. Where are your greatest funding item deficits?

- Juvenile Hall custody beds and programs
- Funds to evaluate the impact of community programs
- Need adequate space for treatment at juvenile hall
- Facilities need upgrading
- Rural areas are short of community services
- Strong need for public health services
- Additional resources for enhanced automation

D. Level of CPO control over budget

- CPO has control over department budget
- CPO participates on county board committees

E. Large budget category comparisons for the past five years

- FY 1997: \$21,448,000 General fund: \$14,153,754 Other: \$7,294,246
- FY 1998: \$25,954,112 General fund: \$13,583,360 Other: \$12,370,751
- FY 1999: \$32,292,934 General fund: \$15,313,542 Other: \$16,979,392
- FY 2000: \$34,978,725 General fund: \$17,864,801 Other: \$17,113,924
- FY 2001: \$39,323,976 General fund: \$20,827,040 Other: \$18,496,936

Since fiscal year 1997, there has been an 83 percent increase in total budget revenue. The fiscal year 2001 budget includes 53 percent from general funds and 47 percent from other revenue sources. Between fiscal year 1997 and 2001, the percentage of general fund contributions to the probation department has decreased from 66 percent to 53 percent. During the same time period, money obtained from other revenue sources has increased 253 percent.

VIII. Probation Services

A. Discuss the automated and validated needs/risk tools being used

- Tools used only for adolescent substance abusers (ASIs)

B. Describe any specialized assessment services you provide

- None

C. What are the current probation supervision workload standards?

- There are no standards or caps on juvenile caseloads
- Grant caseloads have been reduced as a result of mandates
- There are currently no workload standards
- There is no system of equal distribution of workloads among probation officers

D. Describe how these workload standards are determined

- Caseloads and staff available

E. Describe the case plan process (supervision plan)

- There is a case plan for all juveniles that includes family needs

F. Describe the continuum of services offered to probationers from least to most restrictive sanctions

- Prevention/early intervention nonlaw enforcement referrals
- Prevention/early intervention law enforcement referrals
- Intake/law enforcement referrals
- Early-release home detention predisposition
- Restorative justice
- Probation supervision
- Drug court
- Out-of-home placement
- Day reporting center
- Boot camp

- C. K. Wakefield commitment
- CYA
- Unfit-juvenile adult court

G. Are there eligibility criteria for entering and exiting each program and service? Please describe.

- Eligibility requirements are in place for:
 - All grants
 - In-custody programs
 - Specific treatment programs
- Regular juvenile supervision programs do not have eligibility requirements
- Juvenile caseloads are broken down geographically

H. What sanctions along the continuum are *not* available?

- Treatment programs having waiting lists
- Nonsecure and secure in-custody sex offender treatment programs
- In-custody mental health resources
- In-custody substance and alcohol abuse programs
- Additional custody beds and residential treatment facilities

I. Describe the role the judiciary plays in the intermediate sanctions system

- Usual practice is for probation to determine the appropriate sanctions

J. What role does the judiciary play in determining the types of supervision sanctions needed?

- Judges very active with their own views
- Sometimes judges do not take probation officers' written recommendations
- There is a history of judges not accepting referrals to CYA
- Judges make inappropriate referrals
- Judges pushing substance abuse services
- Recent trend that judges are more receptive to probation recommendations

K. Are there any mandated sanctions?

- None discussed

IX. Specialized Court Services

A. List the specialized programs in your county

- Juvenile drug court
- Domestic violence courts
- Community teen court
- Day reporting center
- Victim offender reconciliation program

B. Describe the relationship between these programs and probation

- All specialized courts have good working relationships with probation
- Judiciary is behind the development of new programs
- No adversarial relationships exist with any partner
- Judiciary looks to probation for guidance

X. Probation and Private Service Provider Partnerships

A. Describe the services private vendors provide to the probation department

- Challenge grant
- Counseling activities
- Foster care placement
- Psychological evaluations
- Each private program is evaluated yearly

B. How does probation staff view these services or programs?

- Varies depending on the provider
- Annual evaluations determine service effectiveness
- Vendors with poor performance are not renewed
- Schools and probation complement each other and are being more creative with juveniles
- Schools and probation find it easy to access each other
- Probation is working well with mental health
- No turf issues
- Cost-sharing programs are successful

XI. Staff Development and Training

A. Describe the specific training subjects offered to staff

- Each new probation officer receives 240 hours of training from the state
- Each probation officer is required to have 40 hours of training annually
- Each institution worker is mandated to take 24 hours of annual training
- Each new supervisor and manager receives 80 hours of required training
- A department training manager chairs a training committee composed of line staff and managers

B. List the training courses that are mandatory

- CPR
- Field tactics
- Sexual harassment
- Peace officers are required to have annual firearms training

C. Describe how staff training needs are determined

- Training committee
- There is no survey of training needs
- Field armed officers have limited time for electives
- Some managers determine the training that their officers take

- E-mail classes are being offered
- Training officer is receptive to suggestions

D. Describe the process used to get staff input for training needs

- Training committee
- Training officer informally solicits training suggestions from staff

E. Describe the types of cross-training taking place

- No cross-training

F. Describe the management training being offered

- Managers have received the same training as line staff
- In 2000, there is mandatory three-day training for managers
- After promotion, an 80-hour course is given to supervisors and managers
- Sixteen hours of training are required annually

XII. Communication Systems

A. Describe the department's staff meeting schedule

- Executive staff meet biweekly
- Department directors meet biweekly with their management staff
- Division chiefs do not meet with entire staff
- CPO has quarterly open meetings that all staff can attend
- Managers meet with their staff usually every two weeks

B. Describe the process used to disseminate day-to-day information to line staff

- E-mail
- Intranet
- Staff meetings
- Face-to-face interaction

- Monthly department newsletter

XIII. Program or Service Gaps

A. Discuss the resources, services, or programs you need to provide a more effective probation service

- Additional probation officer positions
- Increased salaries
- More custody services for sex offenders
- More inpatient mental health services
- More substance abuse residential treatment slots
- Recreational opportunities
- Wrap-around services are needed
- One-stop sites with multiple resources
- Peer-support programs
- Additional custody beds
- Financial resources should accompany legislatively mandated services
- Need for police radios
- More private vendors for juvenile justice programs
- Resources in rural areas to avoid having to transport offenders to Fresno
- More collaboration with other agencies in rural areas
- Gender-specific programs for girls
- Early-intervention domestic violence program

B. Are any programs mandated?

- Disposition hearings

XIV. Partnership with Judiciary

A. What services does probation provide for the judiciary?

- Court officers

- Full screenings
- Social studies
- Supervision
- Drug court staff
- Detention facility
- Domestic violence services
- Postdisposition plans
- Dependency hearings
- Court reviews
- Placement cases

B. Describe the relationship between the judiciary and the probation department

- Philosophical differences between judges and probation
- Probation would like more respect from the judiciary
- Some judges berate probation officers in open court
- Judges are reluctantly assigned to juvenile cases
- Generally the relationship is good
- Excellent relationship with court officers and their supervisors
- Some problems with the inexperience of probation officers
- Formerly, commissioners did not question probation officer recommendations
- Judges usually turn over once a year
- Significant disagreement between probation and judiciary when decisions are driven by limited resources
- Judges follow probation's recommendations
- Probation must maintain its independence in preparing reports

C. Describe the process used by probation and the judiciary to ensure that the judiciary has the broadest possible sentencing alternatives

- Managers in court services meet regularly with judges
- Division chiefs meet with judges

- Periodically, lunches are held with judges
- Exchange of e-mail
- Probation officers monitor and evaluate local treatment programs and provide written reports and evaluations to the judiciary
- Juvenile justice committee that is chaired by a judge meets several times a year to discuss needs

D. What changes or enhancements are needed to improve this partnership?

- More experienced probation officers
- Judges who select a juvenile court assignment as a preference
- Probation officers need more training and need to reach out to mental health professionals
- The system is not treating mental health problems
- Probation should include the judiciary in new planning
- Greatest advantage is to have only experienced probation officers, prosecutors, and defense attorneys in juvenile court

XV. Partnership with Prosecutors and Defense Attorneys

A. What are the points of interaction among probation, prosecutors, and public defenders?

- Petitions to prosecutor for filings
- Disposition reports
- Joint grants
- KISS program
- Drug court
- Multidisciplinary teams
- Victim witness program
- Juvenile Justice Coordinating Committee
- Interagency Council on Children and Families
- Proposition 21 Implementation Committee

- Targeted truancy program

B. Describe the relationship among prosecutors, defense attorneys, and the probation department

- Prosecutor is very approachable
- No real relationship with defense attorney
- Defense attorney is adversarial in the courtroom
- Defense attorney is more adversarial when working with new probation staff
- Probation views its role as an independent arm of the court
- Short assignments of prosecutors to juvenile court does not allow time to develop relationships
- The relationship is excellent
- Probation has a tendency to lean slightly toward the prosecutor
- Some conflict with defense attorney
- Defense attorney challenges probation from time to time
- Probation is seen as being on equal footing with prosecutor and defense attorney
- Judges take the role of keeping all parties working together

C. Discuss the exchange of information among probation, prosecutors, and defense attorneys

- Prosecution provides probation with actual working files
- Probation has access to prosecutor's automated record keeping and criminal history program
- Relationship between defense attorney and probation is usually nonadversarial
- Some prosecutors are accessible for personal contact

D. What changes or enhancements are needed to improve the partnership?

- All parties need to work toward the same mission and goals
- All parties have to meet and discuss programs
- Develop a realistic view of what probation officers can accomplish

- Probation officers should sit in court to understand how the system works
- Training sessions about the role of probation are needed for other partners
- Experienced staff, including judges, would have a positive impact

XVI. Partnership with Other Collaborative County Departments

A. What are the points of interaction with these departments?

- No detailed discussion was provided

B. Describe the relationship between probation and these departments

- Excellent working relationship
- Good partnership and collaborative attitudes
- School and probation officer approach provides enforcement and services
- Community agencies report that probation officers are child centered and interested in child welfare
- Partnership with community agencies has been successful because of proper selection of probation officer staff
- Child and Family Services have an unwilling attitude
- Child and Family Services will not share information
- Child and Family Services will not develop a joint protocol
- Cannot access staff or information from Child and Family Services
- Relationship with law enforcement is great
- There appears to be a communication problem with mental health services in the institution
- County juvenile justice agencies meet quarterly to discuss issues

C. Discuss the exchange of information between probation and these departments

- Needs considerable improvement with some of the agencies

D. What changes or enhancements are needed to improve this collaborative relationship?

- Designate a single contact person within each agency
- The improved information technology should help
- Diversity issues need to be addressed
- Many enhancements are out of the control of probation, such as space and facility upgrading

XVII. Juvenile Probation Partnership with Education System

A. Describe the relationship between the education system and the juvenile probation system

- Probation has an excellent relationship with the school system
- Several juvenile probation officers are partially or completely funded by the various school districts

B. What specialized programs or services are provided to juvenile probationers by the education system?

- Campus police/probation teams
- K-6 program
- Keep Kids in School
- Community school
- Day reporting center
- Repeat Offender Prevention Project
- Youth Challenge Community Program

C. Discuss the exchange of information between juvenile probation and the education system

- Excellent

XVIII. Strengths of Probation Department

A. List and discuss the elements of the probation department services that you believe are outstanding or exceptional

- School campus programs
- Juvenile Automation system (JAS)
- Challenge program (six-month juvenile offender prevention program)
- City and county partnership is excellent
- Good agency compatibility
- K–6 program (social services and mental health)
- Outstanding collaborative efforts with Magic (gang)
- Outstanding relationship with Help Eliminate Auto Theft (HEAT)
- Department's adoption of 300 school children
- Department info-link newsletter
- Boot camp
- Excellent training for armed officers
- Excellent prevention programs
- Opportunities for advancement in the department are good
- Leadership of department is excellent
- Department has a clear vision
- Relationship between probation and other agencies is very positive
- There is an attitude of collaboration
- CPO communicates regularly with outside agencies
- There is a real commitment to intervention and early prevention
- Probation accepts judicial priorities
- Department staff is well educated
- Probation is maintaining a positive morale

Exemplary Practices and Programs

The Juvenile Automation System (JAS) is an information system that is truly exemplary. The process of involving all significant users during the planning phases has created the

data information base and user buy-in that are essential for an effective information system. JAS is comprehensive and encompasses juvenile probation, juvenile hall, and the Elkhorn Correctional Facility. All appropriate justice agencies and related community agencies can and do access this system.

The leadership and partnership with the county supervisors are examples of how a visionary county recognizes the importance and cost effectiveness of developing and regularly updating an outstanding information technology system for juveniles. JAS has been recognized throughout the state and nation and is a system worth replicating

The Campus Police/Probation Team is noteworthy. This is a joint project of the Fresno County Probation Department, the Fresno Police Department, and the Fresno Unified School District. These teams are located at seven major high schools and provide services to juvenile offenders attending elementary, middle, and high schools. In addition to handling the caseloads of juveniles known to the court, this team provides prevention and early intervention services as a major part of its mission.

This program is illustrative of good partnerships. Its focus is on prevention and early intervention, and it stresses and reinforces the important point that juveniles must adhere to the conditions of probation. The underlying spirit of collaboration and the successful pursuit of joint funding is worth duplicating.

